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AUTHOR Ferris, Linda Weller
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ABSTRACT

This paper examines the similarities and differences among five countries (West Germany, United Kingdom, United States, Japan, and Singapore) concerning teachers' perceptions of administrators and of administrative tasks or policies as sources of both enthusiasm and discouragement in their work. The study also summarizes the explanations offered by teachers in five countries on how and why these issues act as stimuli for their professional enthusiasm and discouragement. The beliefs, values, and meanings that teachers ascribe to their relationships with administrators across the five countries are summarized and discussed in relation to efforts aimed at improving administrator/teacher relations, inservice teacher education, policy decisions, staff development, and organization development activities within school or district settings. Examination of the results indicates cross-cultural similarities and differences with regard to both the definition and configuration of behaviors by administrators that create enthusiasm and discouragement; particularly support or lack of support and leadership qualities of the administrator were noted to have the greatest impact. (91 reference) (Author/SI)

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WHAT TEACHERS TELL US ABOUT ADMINISTRATORS
AND
ADMINISTRATION AS SOURCES OF PROFESSIONAL
ENTHUSIASM AND DISCOURAGEMENT:
A CROSS-CULTURAL COMPARISON OF FIVE COUNTRIES

by

Linda Weller Ferris

The University of Michigan, Ann Arbor

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**WHAT TEACHERS TELL US ABOUT ADMINISTRATORS AND
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**by Linda Weller Ferris
The University of Michigan**

INTRODUCTION

What teachers tell us about Administrators and Administration evolved as one of the facets of a larger study that compared sources of enthusiasm and discouragement for 686 secondary school teachers in five countries: the U.S., the United Kingdom, West Germany, Japan, and Singapore. The data for this study was collected by the University of Michigan team of the Consortium for Cross-Cultural Research in Education, a partnership of faculty and graduate students in the Education Departments at nine universities in the U.S., the United Kingdom, West Germany, Japan, Singapore, Canada, the Peoples Republic of China, Israel, and Poland.

This study examines the similarities and differences across five countries of teachers' perceptions of administrators, and administrative tasks or policies as sources of both enthusiasm and discouragement in their work. The study also summarizes the explanations offered by teachers in five countries on how and why

these issues act as stimuli for their professional enthusiasm and discouragement. The beliefs, values, and meanings that teachers ascribe to their relationships with Administrators across the five countries are summarized and discussed in relation to efforts aimed at improving administrator/teacher relations, inservice teacher education, policy decisions, staff development, and organization development activities within school or district settings.

There has been increasing attention in many countries to understand the nature of job satisfaction for teachers and to improve the quality of the work experience of teachers.* The major reason for this paper is to specifically understand how and through what behaviors **Administrators** are creating enthusiasm and discouragement in the everyday world of teachers, with the eventual goal of understanding how to increase the sources of enthusiasm and eliminate the sources of discouragement for teachers across a variety of diverse cultural settings.

Why is this important to understand? The quality of work life of teachers has been linked to student outcome measures, including academic performance and the socio-emotional development of students (Rosenshine and Furst, 1971; Cruickshank, 1980; Gillett, 1980; and Collins, 1976). Long-standing research on the nature of organizational behavior indicates that there is a positive relationship between high levels of job satisfaction and high levels of productivity (Likert, 1961; Bennis, 1976). It is also clear that understanding teachers' affective reactions to particular aspects of their job and to their total work roles provides valuable

guidance for Administrators in creating better work environments that support teachers. (Lawler, 1973).

What does prior research tell us with regards to Administrator behaviors that contribute to the job satisfaction of teachers? Prior research indicates that Administrators, and specifically principals, do contribute positively to the **job satisfaction** of teachers (Gesten, Cowen, DeStefano, & Gallagher, 1978; Reitman, 1971) . Vroom's (1964) summary of over 500 studies on job satisfactions indicated that supervisory leadership style played a central role in employee satisfaction. Litt and Turk (1985) found that teachers who perceived their principal as "taking an interest" in both their professional development and daily welfare reported greater job satisfaction. Also, principals who dealt with school problems through a **participative management style** and knew "what was going on" were viewed more positively by teachers. Other studies (Plax, Kearney & Downs, 1986; Brodinsky, 1984; Chapman and Lowther, 1982; and Heng, 1988) indicate the central importance to job satisfaction that teachers give to the **recognition** they receive from the principal or administrative staff. Teachers strongly value tangible signs of recognition by their administrative staff.

Support from principals also has been identified as a key component to job satisfaction of teachers and has been found to exist in high-achieving schools (Sergiovanni, 1967, 1984; Miskel & Ogawa, 1988; Plax, Kearney & Downs, 1986; Heng, 1988; Nidich & Nidich, 1988; Cheong, 1988). The expression of **consideration** by principals to teachers, especially when linked with other behaviors,

such as consulting teachers on important issues, treating them as equals, and implementing their suggestions, significantly increases teachers' reported job satisfaction (Cheong, 1988; Heng, 1988; Nidich & Nidich, 1986). Long-standing and recent research also indicates that the greater the **participative orientation** of administrators in the **decision-making** processes of the school, the greater the level of teacher satisfaction (Chase, 1951; Blocker & Richardson, 1963; Grassie & Carss, 1973; Miskel et al., 1979; Miskel et al., 1983; Belasco & Alutto, 1972; and Mohrman, Cooke, & Mohrman, 1978). Lim and Goh (1988) also found that effective principals in Singapore created and maintained school environments that encouraged greater teacher involvement and commitment. It has also been documented that principals can create well-ordered environments where learning can flourish, where levels of teacher expectations are realistic yet demanding, and where roles and responsibilities are clearly defined (Ellett & Walberg, 1979; Heng, 1988; Miskel & Ogawa, 1988). These kinds of environments **facilitate the work** of teachers and resultantly increase their job satisfaction.

In addition, **bureaucratic factors** that clarify the job and result in equal application of school or district policies also have been related to higher levels of teacher job satisfaction (Carpenter, 1971; Miskel, Fevurly, & Stewart, 1979; and Grassie & Carss, 1973). Last, but not to be slighted, is the recognition of the power of the **leadership skills** of administrators to positively affect teacher job satisfaction. Teachers do recognize that principals attract and maintain effective teaching staffs; principals also, in large part, acquire adequate learning materials and appropriate facilities, as

well as provide skilled support personnel in order to promote instructional effectiveness (Heng, 1988; Nidich & Nidich, 1986). Teachers acknowledge and appreciate these administrative skills.

What does prior research tell us about how administrators create or contribute to the job dissatisfaction of teachers? On the other side of the coin, administrators and administrative policies also have been found to contribute to the **dissatisfaction** of teachers (Blase, 1986; Cruickshank, Kennedy & Myers, 1974; Greenberg, 1984; Dunham, 1980; Holdaway, 1978; Haughey & Murphy, 1983; Belasco & Alutto, 1972; Miskel et al, 1979; Bloland and Selby, 1980; Litt & Turk, 1985). Holdaway (1978) found that the sources of overall dissatisfaction were more diffuse than the sources of overall satisfaction; however, 57% of the 801 teachers responding to a survey referenced the lack of involvement in **decision-making** in the school system as a source of dissatisfaction. Other teachers expressed concern about the methods used to evaluate their performance (54%) and about the methods used in promoting teachers (52%). Cruickshank, Kennedy & Myers (1974) report that a **lack of support** by the administration evolved as a major source of job dissatisfaction among teachers. This **lack of support** was described as a lack of understanding and sustenance on the part of administrators, that teachers perceived as creating a lack of efficiency and stunting their professional growth. Bruner (1982) found that secondary teachers ranked a lack of administrative support for discipline as the condition that produced the greatest stress for them. Litt and Turk (1985) report that lack of

participation in decision-making, lack of sensitivity to school problems, a lack of interest in teachers' professional development, and a lack of concern for teachers' problems increase both the stress level and the job dissatisfaction reported by teachers. Mykletun (1985) reports that lack of professional support from administrators intensified stress levels. Other researchers reference the politics of school as creating job dissatisfaction (Miskel & Ogawa, 1988; Benham Tye, 1987). It has been found that teacher dissatisfaction is increased in schools where teachers experience or perceive a high degree of bureaucracy (Bacharach, Bauer, & Shedd, 1986a, 1986b; Ratsoy, 1973); also, hierarchies of authority and centralization of decision-making that create status differences among teachers and administrators have been found to be associated with low levels of teacher job satisfaction. Last, lack of communication with teachers about their roles and responsibilities, their contributions to the school goals, and the performance criteria used to evaluate them also have been associated with low levels of satisfaction (Nicholson, 1980; Rosenholtz and Smylie, 1984; Lam, 1988).

RESEARCH QUESTIONS

What was the goal of this research? There were three central research questions that guided the formulation of methodology, as well as the analysis and interpretation of the data collected in the five countries. Specifically, this paper focuses on

discovering if and how administrators contribute to the enthusiasm or discouragement of teachers in their daily work?

1) What are the similarities and differences among the secondary teachers in five countries with regards to their perceptions of Administrators/Administration as a source of **enthusiasm** in their work?

2) What are the similarities and differences among the secondary teachers in five countries with regards to their perceptions of Administrators/Administration as a source of **discouragement** in their work?

3) What do these cross-cultural comparisons indicate? How can we extract understandings from the results and generate recommendations that have a broader, and more universal frame of reference?

METHODOLOGY

Data Source and Data Collection

Six-hundred-and-eighty-six secondary classroom teachers from both suburban and urban comprehensive schools took part in this study; the schools were located in the educationally progressive areas of five countries:

- * the state of Hessen in West Germany;
- * the county of South Yorkshire in the United Kingdom;
- * the state of Michigan in the United States;
- * the Chugoku and Kinki districts of Japan; and
- * all the school districts throughout Singapore.

While the countries, and not the specific state or county sampled, are referred to throughout the paper, there is no claim being made that these results reflect a "statistically representative sample."

The teachers do represent diversity in terms of age, gender, the number of years in the teaching profession, and in the subject area taught. The urban and suburban schools that were selected for interviews in each of the five cultures represent diversity in terms of socio-economic environments, geographical area, and student characteristics. The group interviews with teachers occurred in groups of five-to-ten within their own schools during school hours; school administrators cooperated with the process, and the teachers were self-selected, in that there was voluntary participation.

Each group of teachers experienced an identical structured, yet open-end interview format. Teachers were asked to think about teaching and take into account their own experiences as a teacher. The group was then asked, "What do you think are the things that generally "turn teachers on" or could be described as sources of enthusiasm for teachers?" The facilitator recorded the exact wording that teachers offered, only probing for increased clarity. The group of teachers was then asked to look at the list they generated and indicate "what two items from the list personally turn you on the most?" The teachers then indicated the item number and the description on an index card. Then the teachers were asked to write "how is it or why do these two items" create the greatest enthusiasm? This process was repeated for the question on the two strongest sources of discouragement in their teaching. Teachers also described in writing how or why these issues discouraged them.

Last, teachers were asked for recommendations on how to reduce the sources of discouragement and increase the sources of enthusiasm for teachers. These were recorded on newsprint. Sessions typically lasted from one to two hours.

A total of 1311 teacher responses to the question of the sources of enthusiasm were analyzed from the five countries (Reference Table 1 in the Appendix). With regards to the question of the sources of discouragement, 1306 teacher responses were analyzed from the five countries (Reference Table 2 in the Appendix). The discrepancy in total number of responses generated for the enthusiasm questions versus the discouragement question resulted from teachers leaving the sessions early, before responding to the question on discouragement.

Data Analysis

First, responses were sorted into clusters that were distinctly alike. As a result, clusters of identical source developed through an inductive process. Second, the content of each cluster was carefully reviewed. Types or broad categories of alike responses evolved (i.e.: Students and Learning, Administrators/Administration, Parents and Community etc.). Third, the clusters of the broad categories were then sorted again on the basis of likeness in source, thus generating sub-categories. Descriptive headings were then inductively generated from these sub-categories (i.e.: an over-emphasis on performance, or a lack of support from administrators, etc.). So that, the active content of the source was summarized and described. This classification procedure follows the principles outlined for the protection of emic distinctions within each culture, and yet derives

etic categories that accommodate distinctions (Brislin, Lonner, & Thorndike, 1973; Price-Williams, 1975).

Tables 1 and 2 provide a summary of the data for sources of enthusiasm and discouragement, respectively; the total number of teachers interviewed in each country, as well as the frequencies and percentages of the self-selected sources within each of the broad categories for each of the five countries are summarized. A Chi-square test for multiple independent samples (Siegel & Castellan, Jr, 1988; Hinkle, Wiersma & Jurs, 1979) was used to determine if significant differences exist between teachers among the five countries with regards to sources of enthusiasm and discouragement. The percent of the Chi-square value was also calculated for each country in each category; so that, one can determine the proportion of contribution of each country to the variance in the Chi-square value for each category.

Table 3 provides a summary of the **enthusiasm** frequency distributions for administrators and administration **sub-categories** in the five countries. Table 4 offers a summary of the **discouragement** frequency distributions for administrators and administration **sub-categories** in the five countries.

RESULTS

ADMINISTRATORS AND ADMINISTRATION AS SOURCES OF ENTHUSIASM FOR TEACHERS IN FIVE COUNTRIES:

The category of Administrators and Administration emerged as a source of enthusiasm for teachers in three of the five countries:

the U.S.A., Japan, and Singapore. None of the teachers interviewed in the United Kingdom nor Japan noted Administrators and Administration as a source of enthusiasm in their work. The Chi-square value of 58.685 achieved significance at the .00001 level, indicating highly significant differences among the countries (Reference Table 1 in the Appendix). It must be noted, however, that of the overall broad category of Administrators and Administration, teachers from the five countries selected this category only 85 times (6.48%) out of the total 1311 responses analyzed. So that, this broad category ranked **third** as a source of enthusiasm, trailing significantly behind the categories of Students and Learning with 758 responses (57.82%) and Teachers and Teaching with 357 responses (27.23%).

Of the broad category of Administrators and Administration, the responses from the interviews clustered into six sub-categories:

- * Support from Administrators;
- * Trust by Administrators;
- * Fair treatment by the Administrators;
- * Freshness in leadership;
- * Freedom by Administrators; and
- * A well run organization.

(Reference Table 3 entitled "Enthusiasm Frequency Distributions for Administrators and Administration Sub-Categories in Five Countries" in the Appendix.)

Support from the Administrators emerged as the most frequently discussed source of enthusiasm in the category of Administrators and Administration among both U.S. teachers and Singapore teachers. Interestingly, 54 responses from the 686 teachers interviewed in the five countries chose **support from the Administrators** as a job turn-on. Also, 54 of the 85 teacher responses comprising the Administrators category clustered in this sub-category of **support from Administrators**, or translated into percentages, 64% of responses. Twenty-five or 93% of U.S. teachers selecting this broad category and 27 responses (or 54%) of Singapore teachers selecting this broad category addressed the issue of **support** from Administrators as a source of enthusiasm in their work.

Interestingly, a qualitative difference between U.S. and Singapore teachers in their definition of **support** became apparent when examining the responses. U.S. teachers equated **support** with the amount and quality of work facilitation on the part of their Administrators. For example, U.S. teachers offered the following comments:

- * "To be asked your opinion and have it valued."

- * To have "Support from the administration and an administration who would want to help; also, to have the administration ask, "What do you need? What can I do?"

- * To have an Administration that is "flexible, supportive, democratic, cooperative, and open-minded."

- " To experience "cooperation between staff and administrators."

Clearly, the work facilitation aspects of leadership by Administrators is valued and creates positive effects on the U.S. teachers interviewed.

Singapore teachers, however, focused almost exclusively on the positive effects of **recognition** from their principals or Administrators. Also, Singapore teachers specifically referenced their principals much more frequently than did U.S. teachers. Singapore teachers offered the following comments to describe the enthusiasm they experience as a result of Administrative **support**:

- * "When the school administration acknowledges your good work in school and encourages you to take further initiative."

- * When "principals show recognition of our efforts with early dismissal, free lunches, praise, promotions, and salaries."

- * "When the school environment is a supportive one; the principal is supportive and colleagues are cooperative."

- * "When a teacher has done something and this is recognized by the head."

- * "When there is encouragement and support from the Administration."

So that, Singapore teachers expressed that they experienced enthusiasm in their work when a supervisor behaves in ways that demonstrate both value and esteem for themselves as teachers.

It should be noted that two of the total of 8 (or 25%) of the Japanese responses that clustered in the Administrator category referenced the enthusiasm they experienced from the **support** they received from the Administration; however, **support** from

Administration did not emerge as a real turn-on for the Japanese teachers interviewed, not like that of the teachers in Singapore.

With regards to the sub-category of trust by Administrators, 11 of the 85 (or 12.94%) teacher responses from all countries comprised this Administrators/Administration sub-category. Nine teacher responses from Singapore (18%), referenced trust by Administrators as a source of enthusiasm. Also, two responses from Japan (or 25% of the total responses from Japan) discussed trust by Administrators as a source of enthusiasm in their work.

Singapore teachers experienced trust by the Administration when:

- * "The principal does not spy on the teachers and has trust."
- * "When teachers are given a lot of trust and leeway by administrators."
- * When "trust is given by administration to carry out duties with less interference and supervision."
- * "When teachers feel trusted by the administration who feel that we are doing the job and doing it well, and not treated like 14-year-olds."

Singapore teachers experience enthusiasm in their work when they feel trusted by the Administration; this trust is demonstrated to the Singapore teachers when they experience less supervision and interference in their teaching.

Two or 25% of the Japanese responses expressed enthusiasm in their work as a result of the trust expressed by the Administration; they remarked, "Having trust and being trusted makes teachers

feel their own value and expectation at school." So that, the behaviors of Administrators are noted and interpreted by teachers to mean that they are trusted or mistrusted by their administrators; in addition, the expression of trust by administrators also appears to be interpreted by the teachers as feedback that the administrator views the teachers as competent in their work.

Interestingly, none of the teachers from the U.S., England, or West Germany discussed or selected **trust** by the Administration as a source of enthusiasm in their work.

Nine responses (or 18%) of the Singapore teachers interviewed discussed **fair treatment by the Administration** as a source of enthusiasm in their work. U.S., British, West German, and Japanese teachers did not discuss this issue. Singapore teachers focused on dimensions of **fairness** by the principal; Singapore teachers expressed becoming enthused in their work when the Administration demonstrated **interest** in the teachers as individual human beings, rather than viewing them and treating them solely as tools in the accomplishment of their work and teaching tasks; clearly, teachers from Singapore have a need to experience the school administration as showing greater concern for the welfare and happiness of those who work there.

Only 5 teacher responses of the 686 teachers that were interviewed in the five countries referenced **freshness in leadership** as a source of enthusiasm in their work: four teacher responses in Singapore, and one in the U.S. Singapore teachers provided long descriptions of Administrators who facilitated professional growth in them and implemented innovative policies

and techniques. Singapore teachers viewed this as the "positive pressure of surprises."

Four responses of the 218 teachers interviewed in Japan discussed the **freedom afforded by Administrators** as a source of enthusiasm in their work. Teachers in the U.S., Britain, West Germany, and Japan did not reference this as a source of enthusiasm in their work. The freedom from autocratic and bureaucratic administration that teachers feel in Japan is best summarized by these quotes:

"By the administrative attitude of school authorities (the Board of Education or principals), we ordinary teachers shrink from using honest and creative devices and from teaching material of our own choice. The authorities should guarantee and encourage us to be more forward and ambitious. Bureaucracy decreases our passion and motivation."

"I feel enthusiastic about what I want to do. Also I can take responsibility for what I desire."

Only two teacher responses, one from the U.S. and one from Singapore, referenced the enthusiasm they feel for their work when there is a **well run organization**; this sub-category included a well managed organization "from top to bottom" (the U.S. teacher), as well as the "proper organization within the school system" (the teacher from Singapore).

ADMINISTRATORS AND ADMINISTRATION AS SOURCES OF DISCOURAGEMENT FOR TEACHERS IN FIVE COUNTRIES:

The category of Administrators and Administration emerged as a significant source of discouragement for teachers in all five countries. The Chi-square value of 69.646 achieved significance at the .00001 level, indicating highly significant differences among the countries (Reference Table 2 in the Appendix). Of the overall broad category of Administrators and Administrations as a source of discouragement, teacher responses from the five countries clustered in this category 255 times (19.53%) out of the total 1306 responses analyzed. So that, this broad category ranked third (as it did as a source of enthusiasm), behind the categories of Students and Learning with 406 responses (31.09% of responses), and Situational Work Conditions with 322 responses (24.66% of responses). It should be noted that of the 423 responses analyzed from Singapore teachers, 31% of the responses clustered in the Administrator/Administration category as a source of discouragement in their work. Twenty-six percent of the U.S. teacher responses fell in the Administrator category as a source of discouragement, as did 16% of the British responses, 14% of the West German responses, and 7% of the Japanese responses.

Of the broad category of Administrators and Administration, the responses from the interviews clustered into six sub-categories describing the sources of teacher discouragement:

- * Lack of trust, support, and understanding from
Administrators;
- * Leadership that restricts or constrains;
- * Lack of skill in leadership;

- * **Over-emphasis on performance;**
- * **Unfair comparisons, work allocation by Administrators; and**
- * **Policies that are irrelevant or inconsistent.**

(Reference Table 4 entitled "Discouragement Frequency Distributions for Administrators and Administration Sub-Categories in Five Countries" in the Appendix.)

As was seen in the enthusiasm results, a **lack of support from Administrators** emerged as the most frequently discussed source of discouragement among U. S. teachers (57% of their responses in this sub-category), Singapore teachers (46% of their responses in this sub-category), and Japanese teachers (34% of their responses in this sub-category). **Lack of support from Administrators** ranked as the second most frequent sub-category selected by British teachers (30% of responses in this category), surpassed by the perception that Administrators **lack leadership skills**, which, therefore, creates discouragement for teacher in their work (35% of responses fell in this category). No West German responses fell in this sub-category.

For U. S. teachers, there were seven main issues that surfaced in this sub-category, **lack of support**. U. S. teachers experience discouragement because they perceive

- * an arrogance, or a superior attitude of "we versus they" on the part of their administrators;
- * a lack of respect and status;
- * a lack of influence;

- * a lack of support;
- * a lack of responsiveness from administrators;
- * a lack of support from administrators when disciplining students; and
- * excessive criticism on the part of administrators.

These perceptions have created discouragement for U.S. teachers.

The teachers interviewed wrote:

* "Teachers are not treated with respect. Lesson plans are not an "end-all." Over detail is requested. Other professionals do not have to write lesson plans. Teachers are not treated as mature, responsible adults by higher ups, and by students. Teachers don't have a say."

* There is "insufficient or unclear support for discipline problems that cannot be handled in the classroom."

* "Administrators make political decisions, and have a lack of respect for teachers' professionalism."

* Discouragement is created from administrative "criticism that is both unwarranted and inaccurate. Most particularly, criticism that is based on a person's "perception" of you rather than on their observations. Too often, both teachers and administrators pre-judge each other on what they have "heard" and do not give each other a chance."

For Singapore teachers, as just noted for U.S. teachers, there was also great diffusion in how this lack of support by the administration was expressed to them or experienced by them. The written descriptions of teachers referenced a lack of communication and flow of information, a lack of respect for teacher opinions by

administrators, a lack of trust that was interpreted by teacher as a result of excessive checking of their work, lesson plans, and record books by the administration, and a lack of recognition by the administration. Singapore teachers felt a lack of support and recognition (19 of the 60 responses in this sub-category) because administrators did not encourage them or express concern for their emotional/mental welfare. Several Singapore teachers also referenced the use of student evaluations by administrators to determine teacher performance as a negative and stressful experience. They stated:

- * "Teacher opinion not sought at national and/or school level especially in policy, even at staff meetings."

- * "Policies are implemented without consulting the teachers."

- * "Being checked up on in everyway---which brings out the worst rather than the best in people."

- * "Some principals use staff confidential reports as threats to get teachers to perform."

- * "Teachers should be given encouragement and support professionally and in morale."

- * "Administrators consider teachers as digits and not as human beings."

For Japanese teachers, the lack of support from the administration was felt because of a lack of support for educational innovation, as well as for work facilitation. More importantly, the administrators did not show understanding of teacher needs and do not express recognition for fine performance. They remarked:

* "When my boss doesn't understand what I'm doing, this discourages me most. My boss and principal is the most influential person in my school and should be the person who can improve the school where I work. If he doesn't understand you and your job, that means there will be no improvement which is good for you."

* "Sometimes teachers need more money for their lesson. However, they can't get understanding from the principal. Without the principal's encouragement and understanding, teachers feel disappointed."

* I feel most discouraged "when the administration does not understand the teachers. When the administration gives us one-sided ideas, I feel depressed and lose enthusiasm."

The seven British responses in this sub-category of lack of support focused on a lack of input in the decision-making process, a lack of communication, unacceptable criticism by administrators, and an inadequate support system of advisors.

The second highest ranking sub-category to emerge as a source of discouragement for teachers was the **constraining, restrictive leadership** by administrators. Forty-three or 17% percent of responses in the Administration discouragement category clustered in this sub-category. Ninety-three percent of West German responses (14 of 15) centered on the negative effects of restrictive administrative leadership. All West German teacher responses focused on conflicts with the administration because of **differences**

in values and ethics; West German teachers feel forced to "do what the administration wants him to do," despite open opposition.

British teachers (30% of their responses) addressed the negative effects of **authoritarian** heads that interfere with teaching, as well as the interpretation of policies by the local government, and the influence of the national government on the local government.

Japanese teachers (22% of their responses in this category) addressed authoritarian pressure from administrators that give "one-directional guidelines." In addition, Japanese teachers expressed discouragement because "teachers have to follow the rules and not teach what they want." As one teacher remarked about strict curriculum guidelines, "Literally, education should be done with personality and knowledge of the teacher. However, teachers can't lead students freely. We just have to follow the direction of the administration." Japanese teachers expressed more openly the anger and frustration over restrictive administrators. One teacher stated, "In modern society, the value of each person should be respected. However, at school, we have to follow the policy of the school. I feel frustrated when I can't lead students based on my own opinion and philosophy." The result, as one Japanese teacher summarized about "oppressive administration": "School authorities should be more generous, otherwise, school teachers become ordinary salaried men or laborers (physical workers)."

Singapore teacher responses in this sub-category (9% of their total number of responses) varied to a greater extent, focusing on a large number of issues:

- * the autocratic administration by the principal;
- * the forced conformity of teachers to the administration;
- * rigid policies that "force teachers to do things they might not have chosen to do;"
- * schools being used for national politics;
- * centralized control in the schools that does not permit suggestions by the teachers;
- * the interpretation of professional development that is too narrow; and
- * a rigid curriculum.

However, for the teachers interviewed in the United States, the restrictive leadership of administrators was experienced in only two ways:

- 1) when they are forced to adhere rigidly to lesson plans and curriculum guidelines; and
- 2) when teachers experience involuntary transfers.

The third sub-category to emerge as a source of discouragement was labeled, the **lack of leadership skills** of administrators. Forty-one responses or 16% of the total responses fell in this sub-category. This issue was of particular significance to British teachers, with 35% of their responses in the Administrator category clustering in this sub-category. The British teachers reported that the administrators were **incompetent** and, at times, **inappropriate in their leadership style**. Twenty-three percent of U.S. teachers selected this sub-category, also stressing the **lack of**

appropriate leadership skills on the part of administrators. Also mentioned was the lack of follow-through on projects.

Japanese teachers (19% of their responses in this category) focused on the frequency and length of meetings by the administrators. As one teacher articulated, "I spend so much time in meetings that I feel exhausted. A teacher's main job is teaching subjects, not face-to-face meetings in smoke-filled rooms. I'm quite exhausted when I go home. I don't have a lot of spirit for the next day." Also noted was the superficial thought that administrators give to major problems, and the lack of "resolution and courage" of the administrators.

Eleven percent of the responses in this sub-category by Singapore teachers focused on a lack of leadership skills on the part of administrators. Again, there was quite a diffusion in the issues raised by teachers. The sources of discouragement included the poor leadership skills of principals; the frequency of staff meetings; inservice courses, and workshops; the lack of follow-through on problems; the inefficiency of administrators; and the lack of school experience of administrators.

Interestingly, only one West German teacher chose this sub-category, again referencing not liking "faculty meetings where nothing is accomplished. Those kinds of meetings are just a waste of time."

The over-emphasis on performance by administrators emerged as the fourth source of discouragement for teachers in the

Administration category; thirty responses clustered here, 12% of the total responses in the Administrator category. Japanese (22% of their total responses) and Singapore (17% of their total responses) teachers stressed this issue. Only one (4% of the responses) British teacher self-selected this sub-category. No U.S. or West German responses clustered here.

For Japanese teachers, there was particular concern expressed about the emphasis on teaching material that will prepare the students for the university entrance examination. As one teacher remarked, "The university exams give us a lot of restrictions in class. For example, each class seems to exist for the examination. We can't teach freely. Also, students are most concerned about the examinations." In addition, Japanese teachers feel discouraged because of the over-emphasis of grades by administrators. To quote one teacher, "Students tend to be classified by their school grade in society. Everyone worries about it, but they are forced to do it in this way."

Like Japanese teachers, Singapore teachers are also feeling discouraged because of the pressure on them by administrators for students to achieve positive university examination results. Twenty-two responses (or 17%) from Singapore teachers clustered in this sub-category. In addition, the Singapore teachers feel pressure to achieve "overambitious administrative goals for the syllabus or curriculum." As one teacher wrote, we have "lost the true goal of education; the emphasis is on labeling and on results." In addition, Singapore teachers became discouraged because of the

unfair comparisons of schools, "dumping the worst students in a school, expecting good results."

Only one British teacher referenced an administrator's over-emphasis on performance; this teacher wrote, "Being into much pressure and expected to perform miracles, given the range of abilities in the kids."

The fifth sub-category to emerge was the **unfair comparisons and work allocations** by administrators. This sub-category captured 9% (or 22) of the total responses in this category, and was of particular importance to teachers in Singapore; U.S. and Japanese teachers addressed this issue to a very limited extent, totaling 6% of U.S. responses and 3% of Japanese responses.

Fourteen percent of Singapore responses fell in this sub-category of **unfair comparisons and allocations of work**. Singapore teachers experience discouragement when there are **unfair comparisons** of performance of schools by the Ministry, without consideration of the abilities of the student population. **Politics and bias** on the part of the principal for or against a teacher also created discouragement for Singapore teachers.

Three percent of Japanese responses clustered in this sub-category; one Japanese teacher wrote: "The responsibility of work should be delegated fairly. Each person has good points and bad points. We'd better help each other." Three responses (6%) of U.S. teachers addressed **unfair work allocations**, but all the responses focused on the fact that these **unfair work allocations** resulted from **politics**. As one U.S. teacher remarked, discouragement occurs

when "Administrators assign too many preps, too many rooms, and supplemental assignments based on politics.

The last sub-category to emerge was entitled, **policies which are inconsistent, irrelevant.** Nine percent of U.S. responses clustered here. Five percent of Singapore responses fell in this sub-category. This issue was not addressed by British, West German, or Japanese teachers.

Michigan teachers focused on three problems that created discouragement: inconsistency in administrative behaviors and in school policies, a lack of a drop/add policy for students, and changing certification requirements. Singapore teachers, on the other hand, described a large number of diffuse issues that created discouragement for them:

- * too many curriculum changes there are not well thought through and supported by the teachers;
 - * inconsistent Ministry policies;
 - * constant changes in educational policies;
 - * discipline problems that are not addressed by the principal;
- and
- * irrelevant curriculum.

SUMMARY

What picture emerges about the sources of enthusiasm/discouragement for teachers in these five countries?

Examination of the results indicate significant cross-cultural similarities and differences among teachers in these five countries with regards to both the definition and configuration of behaviors by Administrators that create enthusiasm and discouragement in the everyday world of teachers. The behaviors of Administrators across these five cultures that have the greatest impact on teacher enthusiasm or discouragement can be summarized as two major constructs:

- * the support or lack of support by Administrators; and
- * the leadership qualities of the Administrator.

Support was differentially translated by teachers across cultures, but included recognition, work facilitation, trust, and understanding. Support by the Administrator creates teacher enthusiasm; the lack of support creates teacher discouragement. The leadership qualities of Administrators that create enthusiasm include fair treatment of the teaching staff, allowance of teacher freedom, freshness in leadership, and a well run organization. The leadership qualities of Administrators that create teacher discouragement across the five cultures include inadequate or restrictive leadership, an overemphasis on student performance, unfair comparisons of teachers and schools, unfair work allocations, and inconsistent implementation of policies or irrelevant policies executed by the Administrator.

From a unicultural perspective, U.S. teachers have given us a clear message of the central importance and impact on their job satisfaction/dissatisfaction that results from administrative support or the lack of it. Support was translated to mean the facilitation of

their work on the part of administrators. The lack of leadership skills of U.S. Administrators also emerged as a significant source of discouragement for U.S. teachers.

Singapore teacher responses, like those of U.S. teachers, also offer a strong message about the impact of the support/lack of support from administrators, but especially stressed the need for and positive effect of recognition by the administration. Trust by administrators, fair treatment, and freshness in leadership create enthusiasm for Singapore teachers; however, discouragement is experienced when there is a lack of trust, and restrictive or incompetent leadership by administrators. Also, the over-emphasis on student performance and unfair comparisons create much stress and dissatisfaction for Singapore teachers.

For Japanese teachers, unlike U.S. and Singapore teachers, there is not as strong a need for administrative support, trust, or fair treatment in order to experience enthusiasm in their work. Freedom afforded teachers in their teaching by Administrators was of greater importance to Japanese teachers. However, the lack of support by administrators, the over-emphasis on student performance, and restrictive and incompetent leadership by administrators creates dissatisfaction in Japanese teachers.

The West German results indicate that teachers do not experience their relationship with Administrators, in any way, as a major source of enthusiasm in their work; however, West German teachers do experience discouragement when the Administrative leadership proves to be restrictive or constraining, or, to a minor degree, when Administrators lack adequate leadership skills.

As with West German teachers, British teachers express no dependence on Administrators as a major source of enthusiasm in their work; but again, lack of support, restrictive leadership, or lack of skill of Administrators prove to be sources of discouragement for these teachers also.

COMPARATIVE EDUCATION AND EPISTEMOLOGICAL ISSUES

There have been long-standing debates over both the meaning and purpose of comparisons in the field of comparative education (Epstein, 1988). Positivists (Noah and Eckstein, 1969; Farrell, 1979; Merritt and Coombs, 1977; Le Thanh Khoi, 1986) argue that cross-national data should be collected so that comparisons of human behavior can be studied "scientifically." From their perspective, cross-national research in education is the only method to examine "invariant relationships between education and aspects of society" (Epstein, 1988, p. 4). On the other hand, relativists (Herskovits, 1958; Mallinson, 1975; Jarvie, 1983) assert that educational comparisons allow discovery of human variability that result from the norms and values of a specific cultural context. So that, the research goal of positivists is to generalize across cultural boundaries, while the research goal of relativists is to discover and summarize specific cultural absolutes. Epstein (1983, 1988) argues that these rival orientations are "epistemologically and even ideologically irreconcilable," and that attempts at synthesizing these epistemologies through case studies, morphogenetics, or a problem-solving approach are less than satisfying.

I assert that research should be guided by a search for generalizations about human behaviors with an appreciation for the contextual boundaries that shape the behavior, including linguistic, socio-psychological, spatial, and temporal. The goal of this cross-national research is to examine a practical problem--that of teacher-administration relations--and to generate potential solutions for application (Holmes, 1981, 1984). Unique national circumstances cannot be ignored nor denied when conducting cross-national comparative research or when attempting to apply resultant recommendations. But, at the same time, there needs to be continuing efforts in comparative educational research to generate normative constructs as "ideal-typical" models with which to examine the mental states and social relationships that exist and impact educational settings across cultures. And so, the implications of these cross-national findings about teacher-Administrator relations are explored in the hopes of generating practical suggestions for increasing the enthusiasm that teachers experience in their work and decreasing the sources of discouragement.

IMPLICATIONS

As prior research indicates, Administrators do act as a powerful source of professional discouragement for teachers across all cultures, and as a source of enthusiasm for teachers in various cultures; however, these interviews reveal a more complex understanding of how this enthusiasm or discouragement is being created through the daily interactions of administrators and teachers.

Consistent with attribution theory (Jones, Kanouse, Kelley, Nisbett, Valins, and Weiner, 1971; Kelly, 1963; Weiner, 1979; Lawrenson and McKinnon, 1980), teachers experience powerful cognitive forces that impel them to make causal inferences from administrator's behaviors. Teachers make attributions about themselves as professionals as a result of their interactions with administrators. For teachers in all cultures, dialogues with administrators or the behaviors of administrators are constantly "being made sense of," and are translated into self-statements which trigger affective reactions---enthusiasm or discouragement (Socarides, 1977). For example, when administrators check teachers' lesson plans or student performance, teachers translate this to mean that the Administrator views them as incompetent and do not trust and support them; clearly, this may not be the underlying cause for the behavior, but teachers strive to "make sense" of the behavior, or to attribute cause. As a result, Administrators across cultures should take into account personal interpretations of causality that teachers may employ within their organizational context.

Second, as organization development theorists have stressed for years (Lawler, 1986; Kahn, 1981; Pfeffer, 1982; Franklin, Wissler & Spencer, 1976; Bowers & Franklin, 1976; Conley, Schmidle & Shedd, 1988), organizations consist of relational networks between supervisors and co-workers. This study confirms that the quality of teachers' supervisory relationship is of central importance to the quality of work life for teachers in several cultures, as has been found for workers in industry. Supervisors who provide support, recognition, team building, work facilitation, and goal emphasis have

been shown to have more satisfied and effective subordinates (Bowers & Franklin, 1976). These cross-cultural results support, in universal yet varying degree, that teachers look to administrators to provide this type of leadership. In addition, the sources of enthusiasm and discouragement that emerged from this study indicate that teachers from all cultures hold principals responsible, in large part, for the organizational climate of their school; this is especially true when things do not function well in a school. That is, decision-making practices within schools, communication flow, motivational conditions for teachers, the amount of lower level influence by teachers, as well as the extent of human resource primacy experienced by teachers are being attributed to the administrative leadership within the school by teachers (Conley, Schmidle & Shedd, 1988). In these teacher interviews, teachers from five countries have told us about the universal and unique qualities of the relationships with administrators that create enthusiasm or discouragement in their teaching within their culture. While obviously providing a challenge to Administrators, these results offer concrete, tangible, and easily utilized information about how to improve teacher-Administrator relations within a school setting. Administrators from all countries have the potential to ask how these universal findings fit for their school environment, as well as to analyze the unicultural findings in relation to their school.

Third, it is interesting to note from these results that teachers across cultures are particularly sensitive to the quality of leadership skills of their administrators. Recent works on leadership stress the importance of "vision" on the part of a leader (Bennis & Nanus,

1985), or the transformations and innovations that can be created by leaders (Peters & Austin, 1985; Peters & Waterman, Jr., 1982; Kanter, 1983). Tichy and Devanna (1986) also focus on how leaders can create a "motivating vision and mobilize commitment to the mission." Leaders become "social architects," changing both the bureaucracy and the network of individuals within the organization. These results indicate the teacher are ripe for fresh approaches by administrators to solving educational problems. Teachers do value freshness in leadership, fair treatment, a well run organization, as well as the participative management of their schools; teachers are discouraged by administrators that lack leadership skills, over-emphasize student performance, play political games, implement irrelevant policies, or make unfair and unrealistic work allocations.

Fourth, while much attention has been focused on empowering teachers (Stimson & Appelbaum, 1988; Zalenik & Kets de Vries, 1975; Argyris, 1982; Maeroff, 1988), efforts must be made to help principals find ways to receive and act on feedback from their teachers; in addition, principals must be given help in developing their personal power, rather than forcing them to use their positional power in interactions with teachers.

Last, these interviews also suggest that a cross-cultural analysis of teacher interviews from the perspective of attribution theory (Kelley, 1967, 1971; Weiner, 1976, 1979), locus of control (Rotter, 1966; Heider, 1958), and locus of causality, including stability (Weiner et al, 1971; Heider, 1958) and intentionality (Rosenbaum, 1972, Weiner, 1979) may shed light on the ways in which teachers' cognition influence their affect, and resultantly, their

relationships with Administrators and their performance in a wide variety of school settings. The analysis may also indicate how it is that teachers burn-out or learn helplessness; in addition, an analysis of cross-national data utilizing this theoretical framework may also indicate how we can better "empower" teachers.

This research does not focus on the documented needs of the Administrator or principal in their work (Duke, 1988; Duke, 1987; Kramer, 1974), but rather stresses that across cultures, Administrators may be powerful sources of professional enthusiasm and discouragement for teachers. The good news is that there is a receptive international audience of teachers awaiting support, participation, and creativity on the part of their Administrative leadership.

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TABLE 1
FREQUENCY DISTRIBUTIONS FOR TEACHER SELECTIONS OF ENTHUSIASM CATEGORIES IN FIVE COUNTRIES.

COUNTRY	U.S.A.	U.K.	W.G.	JAPAN	SINGAPORE			
	STATE OF MICHIGAN	COUNTY OF SOUTH YORKSHIRE	LANDER HESSEN	DISTRICTS OF CHIGOKU AND KINKI	CITY OF SINGAPORE			
ENTHUSIASM CATEGORIES	N = 116	N = 72	N = 71	N = 218	N = 209	CATEGORY SUMS N = 686	CHI SQUARE	SIGNIFICANCE
Students and Learning P(ChiSq)	f = 101 43.53% 0.194	f = 96 73.28% 0.128	f = 94 66.20% 0.041	f = 282 72.31% 0.335	f = 185 44.47% 0.303	f = 758 57.82%	42.308	0.0000
Teachers and Teaching P(ChiSq)	f = 74 31.90% 0.164	f = 31 23.66% 0.054	f = 30 21.13% 0.172	f = 88 22.56% 0.276	f = 134 32.21% 0.335	f = 357 27.23%	11.318	0.0004
Administrators and Administration P(ChiSq)	f = 27 11.64% 0.162	f = 0 0.0 % 0.145	f = 0 0.0 % 0.157	f = 8 2.05% 0.201	f = 50 12.02% 0.335	f = 85 6.48%	58.685	0.0000
Parents and Community P(ChiSq)	f = 11 4.74% 0.023	f = 3 2.29% 0.013	f = 18 12.68% 0.775	f = 4 1.03% 0.156	f = 10 2.40% 0.033	f = 46 3.51%	43.871	0.0000
Situational Work Conditions P(ChiSq)	f = 19 8.19% 0.135	f = 1 0.76% 0.128	f = 0 0.0 % 0.194	f = 8 2.05% 0.183	f = 37 8.89% 0.359	f = 65 4.96%	36.222	0.0000
ENTHUSIASM TOTALS FOR FIVE COUNTRIES	f = 232 100.00%	f = 131 100.00%	f = 142 100.00%	f = 390 100.00%	f = 416 100.00%	f = 1311 100.00%	192.404	0.0000

TABLE 2
FREQUENCY DISTRIBUTIONS FOR TEACHER SELECTIONS OF DISCOURAGEMENT CATEGORIES IN FIVE COUNTRIES.

COUNTRY	U.S.A.	U.K.	W.G.	JAPAN	SINGAPORE			
	STATE OF MICHIGAN	COUNTY OF SOUTH YORKSHIRE	LANDER HESSEN	DISTRICTS OF CHIGOKU AND KINKI	CITY OF SINGAPORE			
DISCOURAGEMENT CATEGORIES	N = 101	N = 70	N = 54	N = 217	N = 211	CATEGORY SUMS N = 653	CHI SQUARE	SIGNIFICANCE
Students and Learning P(ChiSq)	f = 40 19.80% 0.107	f = 37 26.43% 0.013	f = 61 56.48% 0.296	f = 190 43.78% 0.297	f = 78 18.44% 0.287	f = 406 31.09%	75.725	0.0000
Teachers and Teaching P(ChiSq)	f = 31 15.42% 0.011	f = 26 18.57% 0.003	f = 6 5.56% 0.221	f = 115 26.50% 0.543	f = 48 11.35% 0.222	f = 226 17.30%	39.026	0.0000
Administrators and Administration P(ChiSq)	f = 53 26.37% 0.069	f = 33 16.43% 0.010	f = 15 13.89% 0.025	f = 32 7.37% 0.471	f = 132 31.21% 0.424	f = 255 19.53%	69.646	0.0000
Parents and Community P(ChiSq)	f = 30 14.93% 0.370	f = 22 15.71% 0.315	f = 7 6.48% 0.003	f = 13 3.00% 0.279	f = 25 5.91% 0.032	f = 97 7.43%	41.078	0.0000
Situational Work Conditions P(ChiSq)	f = 47 23.38% 0.007	f = 32 22.86% 0.009	f = 19 17.59% 0.111	f = 84 19.35% 0.251	f = 140 33.10% 0.621	f = 322 24.66%	19.672	0.0001
DISCOURAGEMENT SUMS FOR FIVE COUNTRIES	f = 201 100.00%	f = 140 100.00%	f = 108 100.00%	f = 434 100.00%	f = 423 100.00%	f = 1306 100.00%	245.147	0.0000

TABLE 3

ENTHUSIASM FREQUENCY DISTRIBUTIONS FOR ADMINISTRATORS & ADMINISTRATION SUB-CATEGORIES IN FIVE COUNTRIES.

COUNTRY	U.S.A.	U.K.	W.G.	JAPAN	SINGAPORE	
ENTHUSIASM SUB-CATEGORIES	STATE OF MICHIGAN N = 116	COUNTY OF SOUTH YORKSHIRE N = 72	LANDER OF HESSEN N = 71	DISTRICTS OF CHUGOKU AND KINKI N = 218	CITY OF SINGAPORE N = 209	SUB CATEGORY ROW TOTAL N = 686
SUPPORT FROM THE ADMINISTRATORS	f = 25 92.60%	f = 0 0%	f = 0 0%	f = 2 25.0%	f = 27 54.0%	f = 54 63.53%
TRUST BY ADMINISTRATORS	f = 0 0%	f = 0 0%	f = 0 0%	f = 2 25.0%	f = 9 18.0%	f = 11 12.94%
FAIR TREATMENT BY THE ADMINISTRATORS	f = 0 0%	f = 0 0%	f = 0 0%	f = 0 0%	f = 9 18.0%	f = 9 10.59%
FRESHNESS IN LEADERSHIP	f = 1 3.70%	f = 0 0%	f = 0 0%	f = 0 0%	f = 4 8.0%	f = 5 5.88%
FREEDOM BY ADMINISTRATORS	f = 0 0%	f = 0 0%	f = 0 0%	f = 4 50.0%	f = 0 0%	f = 4 4.71%
WELL RUN ORGANIZATION	f = 1 3.70%	f = 0 0%	f = 0 0%	f = 0 0%	f = 1 2.0%	f = 2 2.35%
ENTHUSIASM TOTALS FOR FIVE COUNTRIES	f = 27 100%	f = 0 100%	f = 0 100%	f = 8 100%	f = 50 100%	f = 85 100%

TABLE 4

DISCOURAGEMENT FREQUENCY DISTRIBUTIONS FOR ADMINISTRATORS & ADMINISTRATION SUB-CATEGORIES IN FIVE COUNTRIES.

COUNTRY	U.S.A.	U.K.	W.G.	JAPAN	SINGAPORE	
DISCOURAGEMENT SUB-CATEGORIES	STATE OF MICHIGAN N = 101	COUNTY OF SOUTH YORKSHIRE N = 70	LANDER OF HESSEN N = 54	DISTRICTS OF CHUGOKU AND KINKI N = 217	CITY OF SINGAPORE N = 211	SUB CATEGORY ROW TOTAL N = 653
LACK OF TRUST,SUPPORT AND UNDERSTANDING FROM ADMINISTRATORS	f = 30 56.60%	f = 7 30.43%	f = 0 0%	f = 11 34.38%	f = 60 45.45%	f = 108 42.35%
CONSTRAINING,RESTRICTIVE LEADERSHIP	f = 3 5.66%	f = 7 30.43%	f = 14 93.33%	f = 7 21.88%	f = 12 9.09%	f = 43 16.86%
LACK OF LEADERSHIP SKILLS	f = 12 22.64%	f = 8 34.78%	f = 1 6.67%	f = 6 18.75%	f = 14 10.61%	f = 41 16.08%
OVER-EMPHASIS ON PERFORMANCE	f = 0 0%	f = 1 4.35%	f = 0 0%	f = 7 21.87%	f = 22 16.67%	f = 30 11.76%
UNFAIR COMPARISONS, WORK ALLOCATIONS	f = 3 5.66%	f = 0 0%	f = 0 0%	f = 1 3.13%	f = 18 13.64%	f = 22 8.63%
POLICIES WHICH ARE INCONSISTENT,IRRELEVANT	f = 5 9.43%	f = 0 0%	f = 0 0%	f = 0 0%	f = 6 4.55%	f = 11 4.31%
DISCOURAGEMENT TOTALS FOR FIVE COUNTRIES	f = 53 100%	f = 23 100%	f = 15 100%	f = 32 100%	f = 132 100%	f = 255 100%

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